

CITY OF ALAMEDA

Memorandum

To: Honorable Mayor and
Members of the City Council

From: John A. Russo
City Manager

Date: February 7, 2012

Re: Accept a Follow-up Report on the Crown Beach Tragedy

BACKGROUND

On June 30, 2011, the Mayor and City Council hired Chief Ruben Grijalva to conduct an independent review of the Crown Beach tragedy. On October 11, 2011, Chief Grijalva presented his report and findings, which included 14 recommendations to address his specific findings.

DISCUSSION

In the aftermath of the Crown Beach tragedy, both the Alameda Police Department (APD) and Alameda Fire Department (AFD) conducted internal incident reviews and evaluations of their responses to that event. At the direction of the City Manager, several corrective actions were taken proactively prior to the release of the Grijalva report. These actions included:

APD:

1. Provided Crisis Intervention training for 100 employees (sworn and non-sworn).
2. Provided Incident Command System (ICS) training to Command Staff.
3. Increased the staffing in the Marine Patrol Unit.
4. Coordinated a large scale cross training drill with AFD in October, 2011.

AFD:

1. Revised the water rescue policy that previously prohibited AFD members from entering the water without current certification
2. Trained 21 firefighters in "Lifeguard Waterfront", certified by the Red Cross.

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3. Purchased an inflatable rescue boat and trailer; trained 38 firefighters as rescue boat operators.
4. Trained 93 fire suppression personnel in land based water rescue operations.

Since the Crown Beach tragedy, the Fire and/or Police Departments have made 16 successful water rescue responses. Each of Chief Grijalva's 14 recommendations is listed below, including the specific actions by both the Police and Fire Departments:

1. *Provide equipment, training, and certifications to police and fire departments to provide the ability to rapidly respond to water emergencies surrounding the City of Alameda.*

APD - At the time of the Crown Beach tragedy, APD had only two officers trained and certified to operate the Marine Patrol boat and Personal Water Crafts (Jet Skis). Since that time, six additional officers have completed the basic boating course, and two others will be trained at the next available opportunity in April 2012. APD intends to have a total of ten officers certified to operate the Marine Patrol equipment by the end of the 2012 boating season (a 400% increase).

The Police Department has increased the number of certified rescue swimmers from zero to three. Additional rescue swimming courses are available to those APD personnel who wish to achieve certification.

In November, 2011, APD purchased 35 life ring floatation devices, each with a 100' rope, and placed them in every first responder vehicle in the fleet. Department personnel are in the process of being trained on the deployment of the devices.

AFD - Twenty-one firefighters were trained and certified by American Red Cross in "Lifeguard Water Front" prior to the release of the Grijalva report (September, 2011). An additional three firefighters have been trained since October 2011. Nine firefighters and one police officer participated in Lifeguard Certification training in October 2011. Two firefighters, hired this month, are to receive this training on February 15 & 16, 2012. 38 firefighters were trained as "Boat Operators" in September, 2011. 93 fire suppression personnel have been trained in "land based" water rescue operations since August, 2011.

AFD conducted a water rescue drill in October, 2011. APD personnel were on hand to observe the drill. In addition, training and time trials were completed in which a rescue boat and swimmers responded to a mock incident within 15 minutes. Additional water rescue training, including night operations, will be scheduled at various times throughout the year.

2. *Provide redundancies in the equipment to accommodate out-of-service time for maintenance. The number of trained and certified personnel should allow for absences and turnover due to personnel injuries, leaves, and retirements.*

APD - Equipment redundancy now exists: AFD currently has two rescue boats. In the event that the APD boat is out of service, an AFD boat can be deployed, or vice-versa. Chief Noonan and Chief D'Orazi have agreed to share these resources. The APD Jet Skis provide additional redundancy in the unlikely event that all of the boats are out of service at the same time. As noted in recommendation #1, APD has increased the number of Marine Patrol-trained personnel by 400%. This will adequately compensate for absences or personnel turnover.

AFD - The Fire Department created a "Boat Operator" qualification process, requiring demonstrated skills, for training new operators. Boat Operator and water rescue training is now required for all newly hired firefighters.

Two boats (including trailers) have been purchased, one for station #1 and the other for station #2. A third boat will be purchased as a backup and to provide a redundancy of services. AFD is forgoing the replacement of a staff vehicle in order to purchase a truck to tow the boats. Another truck will be purchased next fiscal year.

Finally, the Fire Department set a minimum staffing level for each shift to provide a sufficient number of rescue swimmers and boat operators daily.

3. *Provide incident management training to all supervisors and managers in the police and fire departments.*

APD - Police Command, Managers and Supervisors received Incident Command System (ICS) training prior to the Crown Beach tragedy. Different levels of ICS training are required based on the rank of the personnel. Nearly all of the Command Staff and Supervisors have received the ICS training required by their rank. Those who have not were recently promoted and are in the process of completing the training. As of this report, only 11 police officers require a final level of ICS training.

AFD - Incident management training is ongoing. "Quarterly Multi-Company Drills" are conducted, and ICS is used to manage those drills. Command and control training includes risk/benefit analysis to assist chief officers and captains in determining the amount of firefighter risk necessary to successfully complete an operation. Division Chiefs attended ICS courses through Texas A & M in November, 2011, studying principles and practices of the Incident Command System and using a unified command structure.

In January, the Fire and Police Department Command Staff successfully completed a joint command and control table top exercise. During the training, the respective command staffs learned ways to work through protocol and procedural differences while maintaining the unified command structure. Both departments learned more about their respective staffing models and what to expect from one another when responding to critical incidents.

4. *Provide crisis communication training to all field police personnel and fire department rescue swimmers.*

APD – Approximately six weeks after the Crown Beach tragedy, APD scheduled Acute Suicide Intervention Training for both sworn and non-sworn personnel. To date, 100 APD employees have received the training. This includes sworn officers, jailers, and police dispatchers. Only three dispatchers still require the training.

AFD - APD is the lead agency in this regard. However, AFD members may be placed in a situation where establishing safe and appropriate communications with a distraught person can aid in leading to a successful outcome. The lead rescue swimmer instructor and six additional AFD personnel have attended crisis intervention training through APD. When additional classes become available, AFD will request to send more personnel through this training.

5. *Develop clear policies on responsibilities of police and fire in water rescue emergencies and conduct regular training to satisfy those responsibilities.*

APD – The APD Policy (#433) regarding the Marine Patrol Unit was modified to clarify and define the Police Department role and responsibility in water rescue emergencies. Specifically, the order now reads:

433.3 WATER RESCUE RESPONSIBILITIES:

“The Alameda Fire Department is designated as the primary water rescue agency in the City of Alameda. The Alameda Police Department and the Marine Patrol will respond to water rescue incidents in a support role.

In the event of a water rescue incident that involves or potentially involves criminal activity, police and fire command will coordinate all available personnel, resources, and equipment to facilitate a safe rescue or recovery. Such responses should always consider the safety of the public and responding personnel.

Nothing in this order precludes any member of this department from initiating a water rescue attempt as dictated by emergency circumstances.”

AFD - Training occurs in accordance with the updated Marine Operations Policy (see attached). In addition, General Order 1-46, Marine Operations (attached) was published on December 15, 2011, and shared with APD.

6. *Schedule and conduct regular cross training and familiarization between Alameda Police and Fire. The training should include Incident Command System (ICS), Standardized Emergency Management System (SEMS), multidisciplinary responses, joint responses to complex emergencies, and mutual aid.*

APD and AFD – Since the Grijalva report, APD and AFD have conducted two cross-training drills that included ICS and SEMS responses. The first drill was in October 2011, involving an active shooter/mass casualty incident at Alameda High School. The second exercise took place in January 2012. This was a Command Staff tabletop exercise involving a mass casualty water rescue in the estuary. Additional quarterly cross training exercises will take place involving APD, AFD, and other outside agencies as appropriate.

7. *Conduct joint regional training and familiarization with mutual aid resources (City of Oakland, Alameda County Fire, Alameda County Sheriff, East Bay Regional Park, and U.S. Coast Guard). Develop and maintain current understanding of the resources, locations, and capabilities.*

APD – The Communications Center now receives a daily Situational Status Report (Sit Stat) from Alameda County Fire. This report includes all available resources available on a given day, and is posted as received. Additionally, Communications Center personnel created a Water Rescue Resource Section to supplement their internal procedure manual.

The Police Department will participate in a joint regional training with the East Bay Regional Park District (EBRPD) and the U.S. Coast Guard, tentatively scheduled for Spring, 2012. In addition, a representative from the APD Marine Patrol will participate in regular meetings of the Neptune Coalition, and participate in the Marine Task Force as circumstances dictate.

AFD – A mutual aid drill was conducted with Oakland Fire and Alameda County Fire in September 2011. The Fire Department will participate in the joint training with EBRPD and the Coast Guard in the Spring.

The Fire Department has contacted the Alameda County Sheriff dive team about responding to future incidents as necessary. The Alameda County Sheriff's "Dive Team" has already responded to one incident in Alameda that occurred on October 27, 2011.

Finally, the Fire Department participates in regular meetings and resource updates through the Neptune Coalition and Marine Task Force. These groups involve all regional water incident responding agencies including EBRPD and the Coast Guard. Regular meetings have been scheduled with the Coast Guard Commander and other rescue agencies to discuss joint training. These agencies have joined together to form the Neptune Coalition, and meet monthly at Yerba Buena Island. The meetings include discussions and review of water incident responses and current events in and around San Francisco Bay

8. *During critical incidents when life safety is at risk and resource requests are receiving uncertain estimated arrival times, order multiple resources that have a reasonable probability of arriving. It is better to cancel those that are not needed than to fail to have requested them.*

APD and AFD – For both departments, this recommendation is being followed through multiple actions, including internal training, operations meetings, and internal critiques. The Fire Department regularly attends Neptune Coalition meetings in order to stay current on mutual aid capabilities of surrounding marine response agencies. The Fire Department has conducted training with APD dispatchers in the use of the daily Alameda County “Situation Status” (Sit-Stat) report. The Sit-Stat report identifies mutual aid agencies and the availability of their resource for each day. The Police Department posts the Sit-Stat report in the Communications Center as it is received. Internal training was provided to the dispatchers and patrol supervisors on the existence of the report and how to request those resources if needed.

9. *Mutual Aid resource requests should be made through the appropriate mutual aid channels to avoid confusion and delays in resource ordering.*

APD – This recommendation was followed by reinforcing existing policy. APD has a specific policy (415.3 – Requesting Mutual Aid) that gives specific procedures to personnel requesting mutual aid from outside agencies. Requests from first responders will normally be broadcast by radio, then by phone call from the Communications Center to the requested agency. By policy, the telephone requests will be followed up by written request through the California Law Enforcement Telecommunications System (CLETS).

Additionally, the Communications Center has created a “Water Emergency – Call Taking Instructions” form (attached) to assist dispatch personnel in identifying and requesting additional resources.

AFD - This is a component of the updated Marine Operations policy and will be included in future joint exercises with APD.

10. *Eliminate the use of jargon when talking to outside agencies or persons not familiar with language specific to your agency.*

APD – This recommendation was followed through internal training and by following ICS protocols. All dispatchers and Police Supervisors understand the need to be specific in all requests and avoid the use of jargon.

AFD – Fire Scope/ICS categorization and classification (also referred to as “typing”) of resources and clear text will be incorporated into training. The Fire Department uses clear text on a daily basis, including during an emergency response.

- 11. Increase the number of trained personnel within the police department to operate the existing personal water craft when required for emergencies. The equipment is currently underutilized.*

APD - This was a Police Department specific recommendation. As described in the response to recommendation #1, the Police Department has trained a number of personnel to operate the existing water craft. Since the publication of the Grijalva report, the Marine Patrol Unit has been increased from two officers to a total of ten, including a Sergeant. The Marine Unit now has a field supervisor. Command oversight by a Police Lieutenant will continue.

- 12. Direct the police chief and fire chief to make recommendations to the City Manager for appropriate levels of service to support public safety response capabilities to water emergencies specific to the City of Alameda.*

Both Chief Noonan and Chief D'Orazi have had ongoing discussions with the City Manager on this topic. This will be discussed with the City Council during budget hearings prior to the adoption of the FY12-13 budget.

- 13. Provide an identifiable and stable budget to support the service levels approved by the City Council.*

APD - The Police Department is in the process of creating a budget account specific for the Marine Patrol. It will fall under the Patrol Operations program, and should be in place for FY12-13. The overall budget for the Police Department is under constant review to ensure adequate funding for staffing and service levels.

AFD - The AFD budget is monitored daily. A 10-year plan has been developed illustrating the costs for a marine operations program and potential fire boat. Grant funding is ongoing. A fire boat is necessary for AFD for the following reasons:

- *There are over 3,000 private boats docked around the island daily*
- *Oakland is the fifth busiest shipping port in the United States*
- *Shipping traffic is increasing in our estuary*
- *A fire boat provides a safe and reliable work platform for surface water rescue*
- *Access to boat slips throughout the City is difficult during fire operations*
- *Alameda is often called upon to provide marine support for events in the bay and will be involved in the America's Cup event*

- 14. Funding should include personnel training and certification, as well as maintenance and replacement costs of equipment based on reasonable life expectancy to ensure usefulness and safety.*

APD - The Police Department will continue to make training available to appropriate personnel through State training opportunities. This training is reimbursable by the State. Maintenance and equipment costs will be funded through the Police

Operation budget or Marine Patrol grants through the State Department of Boating and Waterways. The Police Department was recently awarded a \$13,000 grant for equipment purchase or maintenance.

AFD - An additional \$25,000 was including in the adopted FY11-12 and proposed FY12-13 AFD budget exclusively for water rescue expenses. The second boat and other equipment were purchased with the FY11-12 funds. In addition, the department has submitted "Assistance to Firefighter Grant" to FEMA to fund water rescue equipment.

FINANCIAL IMPACT

There is no financial impact from receiving this report. Additional funding for water rescue-related programs and equipment will be considered during budget hearings prior to the adoption of the FY12-13 budget. Both departments have used existing funding, as available, during the current fiscal year to enhance training and purchase equipment.

RECOMMENDATION

Accept a follow-up report on the Crown Beach tragedy.

Respectfully submitted,



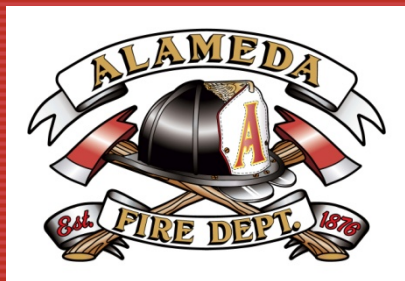
Michael C. Noonan
Chief of Police



Michael D'Orazi
Fire Chief

Exhibits:

1. Power Point Presentation
2. Alameda Police Department Water Emergency Call-Taking Instructions
3. Alameda Fire Department GOB 1-46, Marine Operations: Rescue Swimmers and Inflatable Rescue Boat



Crown Beach Tragedy

Follow-up Report



Background

- On June 30, 2011, Chief Ruben Grijalva was hired by the Mayor and City Council to conduct an independent review of the Crown Beach Tragedy.
- On October 11, 2011, Chief Grijalva presented his report, including 14 recommendations to address his specific findings.

Corrective Actions Taken Prior to Chief Grijalva's Report:

POLICE

- Crisis Intervention training for 100 employees
- ICS training for Command personnel
- Increased staffing of Marine Patrol Unit
- Coordinated large scale cross training drill with AFD

FIRE

- Revised water rescue policy
- Trained 21 firefighters in Red Cross certified "Lifeguard Waterfront"
- Purchased rescue boat and trained 38 rescue boat operators
- Trained 93 personnel in water rescue ops

Recommendation #1: Equipment, Training, and Certifications

POLICE

- Six additional officers completed basic boating course
- Two others to be trained in April 2012
- Certified three rescue swimmers
- Purchased floatation devices for every first response vehicle

FIRE

- 24 firefighters certified by Red Cross in Lifeguard Water Front
- Nine firefighters participated in Lifeguard Certification training
- 38 firefighters have been trained as "Boat Operators"

#2: Provide Redundancies for Equipment and Personnel

POLICE

- Police and Fire boats can be used interchangeably for rescue operations
- APD Jet Skis provide additional redundancy
- The number of Marine Patrol trained personnel has been increased by 400%

FIRE

- Boat Operator and Lifeguard certification required for new hires
- Two boats and trailers have been purchased
- Daily staffing levels adjusted to ensure sufficient rescue swimmer and boat operator availability

#3: Incident Management Training for Supervisors and Managers

POLICE

- Command officers and supervisors have been trained in ICS
- Different levels of ICS training required based on rank
- Newly promoted lieutenants and sergeants in process of completing training

FIRE

- Incident Management training is on-going
- “Quarterly Multi-Company Drills” are being conducted
- Division Chiefs attended ICS courses through Texas A&M
- Tabletop exercise with PD in January

#4: Crisis Communication Training

POLICE

- Scheduled Acute Suicide Intervention Training within six weeks of incident
- 100 APD employees have attended this training
- Includes sworn officers, jailers, and dispatchers

FIRE

- Six members and lead rescue swimmer have completed crisis intervention training through APD
- AFD to send more personnel when classes become available

#5: Develop Policies and Conduct Regular Training

POLICE

- APD Policy regarding Marine Patrol Unit was modified to define the Police Department's role in water rescue emergencies
- Support role in most cases but requires coordinated effort with AFD if criminal activity is involved

FIRE

- All training now occurs in accordance with updated Marine Operations Policy
- General Order 1-46, Marine Operations, published on December 15, 2011, and shared with APD

#6: Schedule and Conduct Regular Cross Training

- Police and Fire have conducted two cross-training drills that have included ICS and SEMS responses (since the Grijalva report was released)
- Active shooter/mass casualty incident drill at Alameda High in October 2011
- Command Staff tabletop exercise regarding mass casualty/water rescue conducted in January 2012

#7: Conduct Joint Regional Training and Familiarization

POLICE

- Receives daily Sit Stat report from ALCO Fire
- Water Rescue Resource Section added to procedural manual
- Scheduled training with EBRPD and USCG
- Meets regularly with Marine Task Force and Neptune Coalition

FIRE

- Conducted Mutual Aid drill with OFD and ALCO Fire
- Training scheduled with EBRPD and USCG
- Has been in contact with ACSO dive team
- Meets regularly with Marine Task Force and Neptune Coalition

#8: Order Multiple Resources During Critical Incidents

For both Police and Fire, this recommendation is being reinforced through multiple avenues (including):

- Internal Training
- Operations Meetings
- Internal Critiques

#9: Make Mutual Aid Requests Through Appropriate Channels

POLICE

- Existing policy for Mutual Aid reinforced
- Broadcast requests for Mutual Aid will be followed up with a phone call
- “Water Emergency – Call Taking Instructions” form created for Com-cen

FIRE

- Mutual Aid requests are a component of the updated Marine Operations policy
- Mutual Aid requests to be included in future joint training exercises with APD

#10: Eliminate the Use of Jargon

POLICE

- Internal training conducted to ensure compliance
- ICS protocols strictly enforced
- Dispatchers and Patrol Supervisors aware of need to be specific in all requests

FIRE

- Fire Scope/ICS categorization and classification ("typing") of resources and clear text to be incorporated into training
- Clear text now used on a daily basis

#11: Train Additional Personnel in Use of Personal Watercraft

Recommendation specific to Police Dept.

- In process of increasing Marine Patrol Unit to 10 trained personnel (up from two at time of incident)
- Sergeant position added to Unit
- Command oversight by Lieutenant will continue

#12: Make Recommendations for Appropriate Levels of Service

- Both Public Safety Chiefs have ongoing discussions with the City Manager on this topic
- Levels of service to be discussed with City Council during budget hearings prior to adoption of the FY12-13 budget

#13: Provide Identifiable Budget to Support Service Levels

POLICE

- Creating a budget account specific to the Marine Patrol Unit
- Should be in place for FY12-13
- Overall budget under constant review

FIRE

- 10-year plan has been developed for marine operations program
- Grant funding is being researched
- The need for a fire boat has been established

#14: Funding to Include Training, Certification, and Equipment

POLICE

- Training will continue as made available by the State
- Marine and equipment costs funded through Police Operations budget or State grants
- \$13,000 grant recently received from State

FIRE

- \$25,000 included in the FY11-12 and FY12-13 budgets for water rescue expenses
- 2nd boat and other equipment purchased with FY11-12 funds
- Submitted a grant request to FEMA for rescue equipment

CONCLUSION



QUESTIONS?



Alameda Police Department

WATER EMERGENCY CALL-TAKING GUIDELINES

The below resource has been developed to assist with obtaining pertinent information when receiving a call for a water emergency in the Bay or Estuary.

Vessel Involved

- ☐ Determine Time Element: When did emergency occur? _____
- ☐ Determine Location:
 - 1. Where is the vessel? _____
 - 2. How far is the vessel from land? _____
 - 3. Is the LAT/LON*, Loran Lines*, or a Geographical Reference known*? _____
- ☐ Nature of Emergency: (i.e., vessel stranded, smoking, fire, etc).
 - 1. Number of persons on board (# of adults, # of children)? _____
 - 2. Have all persons on board put on Personal Flotation Devices (PFD)? _____
 - 3. Is there an adequate number of PFD's available? _____
- ☐ Description of Vessel: (i.e., motorboat, sailboat, jet ski, etc).
 - 1. Name: _____
 - 2. Make: _____
 - 3. Length: _____
 - 4. Color: _____
 - 5. Type: _____
- ☐ Is caller in direct contact with the vessel (verbal or visual)? _____
- ☐ Obtain caller's name and contact information: _____

Person(s) Involved

- ☐ Determine Time Element: When did emergency occur? _____
- ☐ Determine Location:
 - 1. Where is the person(s)? _____
 - 2. How far is the person(s) from land? _____
 - 3. Is a Geographical Reference known? _____
- ☐ Nature of Emergency: (i.e., medical, stranded, suicidal, etc). If suicidal:
 - 1. Are there any weapons involved? What kind of weapons? _____
 - 2. Are drugs or alcohol involved? What are they? _____
- ☐ How many person(s) involved (# of adults, # of children)? _____



Alameda Police Department

- ☐ Do they have a floatation device (i.e. PFD, surfboard, windsurfer, etc)? Do they have a wet suit on? _____
- ☐ Is caller in direct contact with the vessel (verbal or visual)? _____
- ☐ Obtain caller's name and contact information: _____

Procedure

- ☐ Enter active **WATER** incident.
- ☐ Notify ACRECC (Alameda Fire Department). Enter closed **AFD** Incident.
- ☐ Notify the Patrol Supervisor and/or the Watch Commander.

Notifications

Depending upon location and nature of the incident, the following agencies shall be notified and/or requested as soon as practical if deemed necessary. Obtain authorization from Watch Commander when requesting outside agency resources.

- ☐ United States Coast Guard (see INFO USCG)
- ☐ East Bay Regional Parks PD (see INFO PDAGENCIES)
- ☐ Alameda County Fire (ALCO) via ACRECC for County wide resources
- ☐ Oakland Fire Department (OFD) for local resources (see INFO FIREDEPTS)

Resources

- ☐ Alameda County Daily Situation and Resource Status Report (SITSTAT)
- ☐ Communications Center Policy and Procedures Manual section **WATER RESCUE RESOURCES**

References

- *Lat/Lon** Latitude and Longitude is a vertical and horizontal position on Earth.
- *Loran Lines** Long Range Navigation is a radio navigation system using low frequency radio transmitters to determine the location and speed of the receiver (boat radio).
- *Geographical Reference** A means for indicating a position, point of reference or distance from a specified location, could be a landmark.

LM 10/12/11(modified 1/26/12)

ALAMEDA FIRE DEPARTMENT

	Subject: Marine Operations: Rescue Swimmers and Inflatable Rescue Boat	Policy Number GOB 1-46
	Approved By: Fire Chief Michael D'Orazi <i>MD</i>	Page 1 of 13
	Refer To: Program Manager, Captain Richard Waggener	Effective Date: January 8, 2003
	Policy Review Date:	Revised Date: December 15, 2011

Operations Volume

PURPOSE:

To provide standard operating procedures for the following situations:

- Water rescue incidents occurring in the estuary, pools, lagoons and San Francisco Bay waters surrounding the city limits of Alameda, and
- Rescue activities in response to imminent dangers and natural disasters in Alameda, and when available for Mutual Aid response.

RESPONSIBILITY:

It is the responsibility of all members to understand and adhere to the safety guidelines set forth during water related activities.

POLICY:

The intent of this policy is to provide operational guidelines for water rescue personnel during the following emergency and nonemergency situations.

- Rescue of persons in the water
- Vessel taking on water
- Vessel in need of towing to safe haven
- Medical calls for assistance while on a vessel underway
- Miscellaneous distress calls from a vessel

AUTHOR:

The Marine Operations Committee under the direction of the Alameda Fire Labor Management Cooperative (LAMCO)

AUTHORITY:

The California Emergency Plan, in accordance with the California Emergency Services Act, provides authorities and responsibilities, and describes the functions and operations of all levels of

government during extraordinary emergencies. As an extension of the California Emergency Plan, the County of Alameda, and under the City of Alameda Multi-Hazard Functional Plan for Emergency Operations, the Fire Department is given primary responsibility for all surface water rescue operations within the city limits of Alameda.

The Fire Department is required by the Emergency Operations Plan to maintain written operational plans for response to extraordinary emergency situations associated with natural disasters.

1. INTRODUCTION

1.1 Background

The Alameda Fire Department Marine Operations Program includes three elements. First is the use of Shore Based Water Rescue techniques. Second is the use of boat-based Water Rescue techniques using Inflatable Rescue Boats. The third element is the deployment of Rescue Swimmers with Rescue Boards. These elements are described in detail later in this policy.

Shore and Water-based Firefighting operations will be addressed in a separate policy.

2. DEFINITIONS

2.1 Land-based Water Rescue is a level of training provided by the Fire Department Training Division that allows a Department member to perform within a given scope of practice during a water rescue emergency. All line personnel are trained to this level. Land-based Water Rescue level members are responsible for the following duties.

- Assist in a water rescue incident from shore.
- Provide support to Rescue Swimmers.
- Personal Flotation Devices (PFDs) must be worn within 15 feet of the water if working on docks, marinas, piers or any type of elevated position above the water.

2.2 A Rescue Swimmer is any sworn member trained and certified, by the Alameda Fire Department Training Division, who is assigned to perform water-based rescue operations from the shore or rescue boat during non-emergency and emergency situations. Rescue Swimmers are responsible

for utilizing rescue devices such as rescue boards, throw bags, torpedo buoys and any other means necessary to affect a rescue.

2.3 A Rescue Boat Operator is any Fire Department member trained and certified by the Alameda Fire Department Training Division to the Rescue Swimmer or Land Based Water Rescue level who has also been trained and certified to operate a Rescue Boat during nonemergency and emergency situations. These members are responsible for the following duties.

- Provide for the safety of their crew and any other person embarked on the boat while safely operating and navigating a rescue boat;
- Familiarization with all marinas and waterways surrounding the city of Alameda;
- Familiarization with local tides and currents and their effect on rescue operations;
- Familiarization with Marine VHF radio communications with the U.S. Coast Guard; and
- Assist shift trainers to help members to become qualified Crewmembers.

3. ROLES and RESPONSIBILITIES

3.1 The Incident Commander's responsibilities include:

- Maintaining command of the incident;
- Overall scene management;
- Requesting and assigning additional resources if needed;
- Coordinating with other agencies for emergency operations; and
- Taking necessary action to prevent further injury and or loss of life in accordance with this instruction and Fire Department Policy.

3.2 The Incident Safety Officer's responsibilities include:

- Identifying and evaluating hazardous situations;
- Providing direction to the Incident Commander regarding the safety of operations; and

- Using their authority to stop any unsafe actions and provide corrective action as needed.

3.3 The Captain's responsibilities include:

- Initial size-up and establishing command;
- Provides for the safety of all rescue personnel; and
- Ensures that an effective water rescue can be accomplished based on current weather and operational conditions.

3.4 The Boat Operator's responsibilities include:

- Safe operation of the boat; and
- Ensuring all members on board their vessels abide by all current policies.

3.5 The Alameda County Sheriff's Department's responsibility is:

- To search for victims or potential victims where diving certification is necessary; and
- To perform body recovery of victims found submerged in the water.

4. POLICY

For the report of a person(s) in distress in the water a Full Response is dispatched (see GOB 1-2). If units initially responding do not have the appropriate resources including two Rescue Swimmers, two paramedics with an ambulance, etc., additional resources may be ordered. The intended use for the assignment is as follows:

4.1 Incident Command

The first arriving unit on the scene shall make an initial assessment and establish the Incident Command. The Incident Commander (IC) continually assess the situation throughout the duration of the incident and request additional resources if needed. The principles of Incident Command System (ICS) for a unified command with cooperating agencies is utilized on incidents requiring multi-agency response. Other resources may include the United States Coast Guard, the Alameda Police Department, the Oakland Fire Department, the Alameda County Fire Department, East Bay Regional Parks or the Alameda County Sheriff's

Office. Command will request additional resources via the Alameda County Regional Emergency Communications Center (ACRECC) as needed.

For a person in the water for which units have a visual sighting, the Coast Guard will send a vessel if available. If a search for a victim is warranted, the Coast Guard will send a Helicopter if available. The Coast Guard Station that will normally respond to Alameda is Station San Francisco located at Yerba Buena Island. That station may be contacted at (415) 399-3478 or Marine VHF Channel 21A. The Incident Commander may also contact the Coast Guard Group San Francisco Command Center directly at (415) 399-3451 or via Marine VHF Channel 16. The Coast Guard Group San Francisco Command Center is the parent command of Station San Francisco and all Coast Guard Search and Rescue Stations in the Bay Area.

4.2 First Arriving Rescue Swimmer on Rescue Board

The first arriving unit on scene with a Rescue Swimmer will have the Rescue Swimmer suit up and have a rescue board available for deployment. The rescue board is attached to the 900' cord reel, which is the ideal maximum distance to paddle out. It is preferred to have two Rescue Swimmers on shore before a rescue is attempted. However, a Rescue Swimmer may start to paddle out if a second Rescue Swimmer is confirmed en route. This decision will be made by the Rescue Swimmer after he/she makes a full risk assessment of the situation.

4.3 Deploy Inflatable Rescue Boat

If it is clear that a boat assisted rescue is a possibility, an Inflatable Rescue Boat (IRB) will be deployed. The IRB will be cross staffed with a trained Boat Operator and one other member, preferably certified as a Rescue Swimmer. Captains on duty shall designate who will tow the boat to the designated launch site for the most efficient deployment of the boat.

The Boat Operator of the IRB must ensure they are in constant communications with command and any other vessels that may have been dispatched such as Coast Guard, Oakland Fire Department, Alameda County Fire Department, and Vessel Assist.

4.4 Back Up Rescue Swimmer on Board

If a boat assisted rescue is not possible, a second Rescue Swimmer with a Rescue Board is deployed from shore.

4.5 Lookout, Crowd Control, Scene Security

During a water rescue incident, it is very difficult to locate persons from shore. If practical, the Truck Company will raise their aerial and assign one member to climb the aerial, post as a look out and attempt to visually locate the victim.

The Incident Commander provides crowd control and may request additional resources including law enforcement in order to provide a secure scene for rescue operations. It is the intention to isolate the incident and deny entry to any nonessential rescue personnel.

In the event of an incident in which the Incident Commander cannot provide a reasonably secure scene for rescue operations, protective measures including the use of law enforcement if necessary will be taken to ensure rescuer safety.

4.6 Provision of Medical Care

The ambulance on scene will be ready to provide medical care to the rescued victims. The ambulance should be positioned close to the exit point of the Rescue Swimmers or IRB in order to facilitate a rapid assessment and treatment of the victim(s).

4.7 Vessel Assist

After an on scene evaluation of the emergency response request, if it is determined there is no immediate life or death situation to any individual, but in actuality the call for service requires vessel assist, e.g. vessel stuck, vessel loss of power and drifting, vessel taking on water, the following procedures will take place in accordance with the policies that the Coast Guard follows with vessels in distress.

- Advise the mariner of the boat in distress that he/she should contact Vessel Assist. Allow the mariner to use a Fire Department cell phone or Department marine radio to make the request. Vessel Assist requires pre-payment prior to launching their support boats. The 24 hour Vessel Assist phone number is (800) 391-4869. The mariner may also use the Department's VHF marine radio on channel 16. When using the radio the mariner must say "vessel assist, vessel assist, this is boat ?????". The mariner should be prepared to wait up to two minutes for a response. If no response, they should repeat same transmission.
- If it is necessary for the Fire Department to contact Vessel Assist, the Incident Commander, should be aware there is a rather large financial

commitment that the City of Alameda will have to make prior to Vessel Assist responding by guaranteeing payment.

5. PROCEDURES

5.1 Strategic Priorities for Rescues in the Water

- Protection of rescuer life
- Protection of victim life
- Protection of the environment
- Protection of property and equipment

5.2 Tactical Considerations

5.2.1 Search for Victims:

- Utilize all available resources.
- Conduct search from shore when possible.
- Utilize boat to search if appropriate.

5.2.2 Rescue Of Victims:

- Attempt shore-based rescues (throw, row only then go)
- Boat-based rescues
- Rescue Board based rescues
- Swimming rescue by Rescue Swimmer (only as a last resort)

6. SAFETY

6.1. Entering the Water

- #### 6.1.1
- Personnel should conduct rescue operations from the shore or a boat whenever possible. Firefighters should not enter the water except as a last resort to save lives. **The decision to enter the**

water for any operation should be made by trained personnel for water related incidents at the scene. The following factors should be considered in go/no go situations:

- The potential danger to personnel;
- The ability of personnel to operate in the water with a reasonable margin of safety;
- No personnel are to enter water without proper personal protective equipment. (e.g. PFD, Rescue Swimmer PPE etc.);
- The ability of the Incident Commander or Company Officer to ensure backup rescue capabilities for personnel in the water;
- The importance of the life safety objective; and
- The potential for successful mission completion.

Rescuers should not be placed in life-threatening situations for environmental emergencies, threats to property, vessels, equipment, hostile victims, or body recovery. **The primary rescuers will have the authority to stop any rescue operation if they think the operation is unsafe to the rescuers or the victims.**

6.2 Hazardous Operations

6.2.1 When obvious hazards exist, personnel should not be placed in vulnerable positions unless necessary to save lives. The following are examples of operations that should not be conducted if personnel will be exposed to unreasonable life hazards.

- **Body or Property Recovery:** Under no circumstances are rescuer lives to be risked for the purpose of body recovery or any other activity not essential for protection of life.
- **Ropes:** No ropes should be tied around the waist, torso, or any other part of the rescuers body when the rescuer is exposed to moving water.
- **Rescue Boat Operations:** Operating near persons in the water with turning props is especially dangerous. Boat Operators must maintain visual contact with all persons in the water anytime a rescue boat is used and attempt to limit exposure to personnel in the water.

- For Rescue Boat Operations occurring at night, appropriate navigation lights must be used on the vessel.
- Known Law Enforcement Threats: Under no circumstances are rescuer lives to be risked by approaching victims or property that present a law enforcement threat until such time as the victim has been secured, or becomes passive and is no longer a threat.

In addition, due to the hazardous nature of the conditions outside the Golden Gate Bridge, boat operators may not maneuver any vessel beyond the boundary of the Golden Gate Bridge without approval from a Chief Officer.

6.2.2 Down Current Safety

A Down Current Safety position should be established at all water related incidents whenever personnel are attempting rescue in moving water or when they are vulnerable to falling in accidentally. The primary mission of the down current safety position is to warn of approaching vessels, and for the protection of rescuers and victims. The down current safety position should do the following.

- Be positioned down current of the rescue site with proper equipment (i.e.: float bags, portable radio, lights etc.) and be located in a position to continuously observe operations.
- Be prepared with trained rescue personnel to attempt rescue if a fire department member or victim is swept past the anticipated rescue point.
- Receive backup support from up current safety positions whenever possible.

6.2.3 Up Current Safety/Lookout

An Up Current Safety/Lookout position should always be established at all water related incidents to warn of approaching vessels or dangerous debris in the water which put rescuers and victims at risk. The Up Current Safety/Lookout should be used whenever personnel are attempting rescue in moving water. The Up current Safety/Lookout should do the following.

- Be up current of the rescue site with proper safety equipment

and in an advantageous position to observe dangerous debris and on coming vessels.

- Be positioned far enough up current of the rescue site to allow adequate warning of approaching vessels and dangerous debris in the water to assure that personnel and the victim can be protected or moved out of the way.
- Have adequate communications to warn personnel working down current of approaching vessels and or dangerous debris.

6.2.4 Prohibited Items

Personal Protective Equipment designed for firefighting is not safe to wear near moving water. When working in a position where personnel may slip or fall into water, the following items should not be worn unless such items are required for fire fighting or other specific hazards.

- Turnout Coats and Pants
- Self-Contained Breathing Apparatus

6.2.5 Safety Equipment

Personnel should use appropriate, Department issued Personal Protective Equipment for Marine Operations.

- Head Protection: Personnel in support positions should wear rescue helmets for any water rescue response whenever there is danger of head injury.

Personnel in the water should wear rescue helmets for any water rescue operations whenever there is a danger of head injury.

- Foot Protection Out Of the Water: Water Rescue booties on each IRB tow vehicle are acceptable for personnel in support positions located on land. The use of athletic shoes is acceptable.
- Personal Flotation Devices (PFD): Personal Flotation Devices must be worn within 15 feet of the water, when working on docks, marinas, piers or any type of elevated position above the water.

- Personal Protective Equipment is to be worn for Rescue Swimmers, Rescue Boat Operators and Support Crews with Water Contact.
- Rescue Swimmer PPE Ensemble:

Each Rescue Swimmer shall be outfitted with a wetsuit, gloves, booties, hood, and mask.

Helmets and PFDs are available for Rescue Swimmers when conditions indicate their use.
- Rescue Boat Operators:

Each Rescue Boat Operator will have a semi-dry suit, hood, booties, & headlamp available from the cache of supplies on each IRB to use on responses.

PFDs are part of the Rescue Boat inventory and are required to be worn whenever a boat is underway.

Helmets are available for Boat Operators when conditions indicate their use.
- Support Crews:

A cache of semi-dry suits with booties and PFDs will be maintained for crews assisting with the launch and recovery of the rescue boats whenever water contact is expected.

7 TRAINING

7.1 Qualification Process:

All sworn members of the Alameda Fire Department will be trained in Land Based Water Rescue skills including the deployment of an IRB. A written sign-off procedure with specific tasks will be completed prior to a member being qualified.

Rescue Swimmers and Rescue Boat Operators will complete a written sign-off procedure that includes specific tasks that are completed prior to a member being qualified. These qualification sign-off documents are included as appendix A and B.

The Training Division makes the final determination about a member's qualifications. A member of the Training Division notifies the member's Duty Chief about the member's qualification status and updates Telestaff.

7.2 Refresher Training Requirements:

Members who are involved in the Water Rescue Program must have documented refresher training each Quarter. The requirements for each qualification are as follows:

- Rescue Swimmers:

Twenty hours in the water swimming training per year. This number is based on an average of five hours per quarter. Six hours of this training must be completed using the Rescue Boards. Six hours of this training must be completed on an IRB. Four hours of the training must be night operations. A night drill may count as night operations. Completion of a performance swim test of 550 yards continuous in 12 minutes.

- Boat Operators:

Twenty hours training per year. This number is based on an average of five hours per quarter. Twelve hours of this training must be completed underway. 4 hours of the underway training must be night operations. A night drill may count as night operations. The balance of the training hours may be accomplished by navigation or other related training. Completion of a performance swim evolution of 200 yards (non-timed).

- Land-Based Water Rescue:

Eight hours training per year. This number is based on an average of two hours per quarter. Two hours of this training shall be as a structured drill once a year. The balance of the training hours may be accomplished by in house use of equipment or other related training.

7.3 Remedial Training Requirements:

For members who have not completed the required refresher training or let their certification lapse, the Marine Operations Committee and the Training Division will decide what training must be accomplished for the member to remain certified and a date for completion. If the member is unable to complete the training in the prescribed time period, the member's status will be changed in Telestaff until the member has completed the training.

- Appendix A Rescue Swimmer Qualification Sign-off
- Appendix B Rescue Boat Operator Qualification Sign-off
- Appendix C Inflatable Rescue Boat Instructions and Procedures
- Appendix D Rules of the Road, Aids to Navigation, GPS Navigation
- Appendix E Water Rescue Land Based Training Guide